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ABSTRACT

This report examines the financial condition of men when they are released from state prisons. To what extent are they any better off than when they went in? With few exceptions, the author finds very little difference: they leave prison as they entered, still poor, with few employable skills and little work experience. The little money men do have when they leave comes in the form of a gratuity from the state--"gate money," as it is commonly known. This report describes practices of the various states concerning "gate money," prisoners earnings, savings, work release, and other factors which determine a prisoner's financial condition at the time of release. The information was obtained through a survey conducted during the summer of 1971 among the correction departments of the 50 states and the District of Columbia. (Author/PC)

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THE FINANCIAL RESOURCES OF RELEASED PRISONERS

by Kenneth J. Lenihan

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Introduction

Every year over 80,000 men are released from state prisons in the United States.[1] All these men, according to the courts, are serious offenders; they have been convicted of a felony and usually have received a sentence of a year or more. Many of them, despite the harshness and deprivation of prison life, will return to prison within a few years after their release. It has been estimated that 40 to 60 per cent of those released from a state prison will eventually return, and most who do will return within the first two years after release.[2]

According to Glaser, " . . . a large proportion [of released prisoners] revert to crime when unemployed or financially distressed."[3] Other observers have also noted the economic causes of crime: Skinner, for example, states, "A person is more likely to steal if he has little or nothing of his own, if his education has not prepared him to get and hold a job so that he may buy what he needs, if no jobs are available, if he has not been taught to obey the law with impunity."[4] The emphasis on the economic circumstances of offenders, as an explanation of crime,

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[1] Prisoners in State and Federal Institutions for Adult Felons, 1967, Bureau of Prisons, National Prisoner Statistics Bulletin, No. 44, p. 12.

[2] Daniel Glaser, The Effectiveness of a Prison and Parole System (Indianapolis: The Bobbs-Merrill Company, Inc., 1964), pp. 13-35.

[3] Daniel Glaser, Eugene S. Zemans, and Charles W. Dean, Money Against Crime: A Survey of Economic Assistance to Released Prisoners (Chicago: John Howard Association, 1961), p. 1.

[4] B. F. Skinner, Beyond Freedom and Dignity (New York: Alfred A. Knopf, 1971), p. 74.

seems justified when one considers their background. Most prisoners have grown up in poverty, and at the time of their arrest they are still poor. Furthermore, the majority of those in state prisons were convicted of stealing or attempting to steal another man's property. Although their actions may have been illegal, at least they appear rational, given their economic circumstances.

In this report we shall examine the financial condition of men when they are released from the state prisons. To what extent are they any better off than when they went in? With the exception of very few, the difference is very little: they leave prison as they entered, they are still poor, with few employable skills and little work experience.

There are, of course, some exceptions. Some men do receive job training and others take educational courses, but these opportunities exist for very few. And a few others do accumulate savings in prison--mainly those who go on work release or who have served long sentences and saved some earnings. The majority of men, however, leave prison with very little money. What they do have comes in the form of a gratuity from the state, "gate money," as it is commonly known. It is a small amount, usually enough for bus fare, some articles of clothing, a few meals, and a room for the night.

This report will describe the various states' practices concerning gate money, prisoners' earnings, savings, work release, and other factors which determine a prisoner's financial condition at the time of release.[1] (These data apply only to male prisoners--not female prisoners.) The information was obtained through a survey, conducted during the summer

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[1]A similar report, concerning some of the same topics, was produced by the John Howard Association in 1961. See footnote 3, page 1.

of 1971, among the correction departments in the fifty states and the District of Columbia. The survey was carried out by telephone and later verified by mail. All fifty-one jurisdictions cooperated.[1]

Gate Money

There are two popular methods by which the states provide prisoners with money at the time of their release. The most common practice is simply to give a man a small amount--ten, twenty, or fifty dollars--regardless of whether or not he has any savings. The other alternative is to supplement a prisoner's savings up to a fixed amount. In Oklahoma, for example, a prisoner is guaranteed $25 at the time of release; if he has $15 in savings, the state provides a supplement of $10 so that he leaves with $25. If he has $25 or more in savings, he receives nothing from the state.

Table I shows the practices in each of the states, according to whether they provide gate money outright, regardless of savings, or simply as a supplement to a man's savings. The table also notes which states vary their amounts depending on the length of sentence or type of discharge. Alabama, for example, does not have a fixed amount; rather, it provides $2.00 for each year served, up to a maximum of $100. In some states other qualifications are made, such as no gate money for parolees or men on work release.

Only two states, Delaware and South Carolina, provide neither gate money nor a supplement. The others, as the table indicates, provide only

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[1]Hereafter we shall refer to these jurisdictions as states although, it should be remembered, the District of Columbia is included.

TABLE I

GATE MONEY BY STATE--1971

State	Gate Money	Qualification
Alabama	$2 per year served	$15 minimum
Alaska	Up to $50	As a supplement to savings
Arizona	$50	-
Arkansas	$25	-
California	$68	Unless savings are over $200
Colorado	$25	-
Connecticut	$20	-
Delaware	-	-
District of Columbia	$50	To dischargees only. Gratuity may be authorized to a parolee if he has no job.
Florida	$25	-
Georgia	$25	-
Hawaii	Up to $15	As a supplement to savings
Idaho	$15	-
Illinois	$50	Except those on work release
Indiana	$15	-
Iowa	Up to $100	State matches savings up to $100.
Kansas	$35 - reformatory $50 - penitentiary	If served less than 20 days, gets $5.
Kentucky	$10 to parolees $25 to dischargees	Depending on need, released men may receive $50 to search for employment
Louisiana	$10 to $20	$10 if served less than 2 years; $20 if served 2 years or more
Maine	$50	Only if inmate has less than $100 in savings
Maryland	Up to $20	As a supplement to savings
Massachusetts	Up to $25	Only if savings and gate money do not exceed $50
Michigan	$10 to $25	Only for dischargees at the discretion of the warden
Minnesota	Up to $100	As a supplement to savings
Mississippi	$15 to $100	$15 if less than 1 year; $25 if 1 to 10 years; $75 if 10 to 20 years; $100 if over 20 years
Missouri	$25	-
Montana	$25	-
Nebraska	$30	-
Nevada	$25	-
New Hampshire	$30	-
New Jersey	Up to $150	As a supplement to savings at discretion of parole staff
New Mexico	Up to $100	As a supplemnnt to savings at discretion of warden
New York	$40	-
North Carolina	$15 to $25	$15 for 2 to 15 years, $25 for more than 15 years
North Dakota	$18.80	-
Ohio	$25	-
Oklahoma	Up to $25	As a supplement to savings
Oregon	Up to $100	As a supplement to savings
Pennsylvania	Up to $50	As a supplement to savings
Rhode Island	Up to $20	As a supplement to savings
South Carolina	-	-
South Dakota	$20	Except for ex-releasees
Tennessee	$10 for parolees $25 for dischargees	-
Texas	$25 to $100	$25 for 1 day to 1 year, $50 for 1 year + 1 day to 10 years; $75 for 10 years + 1 day to 20 years; $100 for over 20 years
Utah	Up to $25	As a supplement to savings
Vermont	$5 to $200	$5 per month served, maximum $200
Virginia	Up to $20	As a supplement to savings if served 8 months or more
Washington	$40	-
West Virginia	$10	-

a small amount, usually between $10 and $50--enough for a few days' expenses at most.

The differing amounts provided by the states have been summarized into categories in Table 2. States providing a range rather than a fixed amount have been classified according to the amount they pay most frequently. As Table 2 shows, the modal category paid to the men, either as gate money outright or as a supplement, is $20 to $29.

In the course of our survey, many correction officials complained about the pitifully small amounts the men receive, adding that such decisions are made by the state legislatures. In thirty-six states the amount of money is determined by statute[1]; elsewhere, the correction departments have jurisdiction. While some statutes have been changed in the past five years or so, increases in gate money have been relatively small. Some states have not changed the amount since the 1950's.

In the summer of 1971, the State of Washington made a significant change by passing legislation that would provide released prisoners with $55 a week for six weeks.[2] The law also permits the probation or parole officer, at his discretion, to continue these payments up to twenty additional weeks. Unfortunately, the funds necessary to implement this new law were not appropriated at the same time, so the consequences of such a program are not known.

Clothing and Transportation

Besides gate money, many states provide clothing and transportation. If a state does not supply either, the released prisoner must pay

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[1]See Appendix A for a brief description of the statutes by state.

[2]Chapter 171, Washington Laws, 1st Ex. Sess., 770.

TABLE 2

SUMMARY OF GATE MONEY AMOUNTS--1971

Amount	Gate Money Regardless of Savings	Gate Money as a Supplement to Savings	Neither
Less than $20	9	1	-
$20 to $29	13	6	-
$30 to $39	2	-	-
$40 to $49	3	-	-
$50 to $59	6	2	-
$60 or more	3	4	-
Provides neither gate money nor a supplement	-	-	2
Total	36	13	2

for these necessities out of his gate money or savings. Table 3 shows each state's policy on clothing and transportation. In all, thirty-six states provide both; nine provide only clothing; three provide only transportation; and three states provide neither clothing nor transportation.

Most states providing transportation usually buy a bus ticket for the ex-offender to the locality where he intends to live or in which he was arrested. If he is from out-of-state, he is usually given a bus ticket to the state line. Some states, if they do not purchase bus tickets, use official vehicles of various state agencies. In Connecticut, parolees are picked up by their parole officers and driven home.

TABLE 3

STATES WHICH PROVIDE TRANSPORTATION AND CLOTHING--1971

	Number	States
Provide both transportation and clothing	36	Alabama, Arizona, Alaska, Colorado, Connecticut, District of Columbia, Florida, Georgia, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Mississippi, Nebraska, New Hampshire, New Mexico, Michigan, New York, North Carolina, North Dakota, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Vermont, Virginia, Washington, Wisconsin, Wyoming, Missouri
Provide clothing only	9	Hawaii, Idaho, Massachusetts, Minnesota, Montana, New Jersey, Nevada, Rhode Island, Utah
Provide transportation only	3	California, Delaware, West Virginia
Provide neither transportation nor clothing	3	Arkansas, Maryland, Oregon
Total	51	

Note: If the inmates pay for either transportation or clothing out of their own money (either gate money or other resources), the state is classified as "not providing such" even though the money is intended to cover the costs of transportation or clothing.

The importance of transportation, of course, varies considerably depending on the size of the state. In Texas, for example, free transportation is of considerable value (only parolees receive it), whereas in New Jersey it is of less importance. Furthermore, in considering transportation it should be remembered that most prisons are located in remote rural areas, while most state prisoners come from urban areas. In New York, for example, the Attica Penitentiary is located in the

western portion of the state, some 400 miles away from New York City which is where most of the inmates come from.

The importance of clothing varies according to the climate and season of the year. In some Southern states, or in some Northern states in the summer, a suit of clothes may be sufficient to start with, but in Minnesota in the winter it would hardly be adequate. In any case, where states provide clothing, it is only a minimal amount--usually a work shirt and trousers. Other clothing--underwear, socks, shoes--must be purchased out of gate money or savings.

Most ex-prisoners, of course, prefer their own clothing to whatever the state may issue. Frequently, they will have their own clothing stored while imprisoned, only to find when released that styles have changed or, as is so often the case with young prisoners who have served more than a year, that their clothes no longer fit. Thus, prisoners usually face considerable clothing expense at the time of release.

Earnings

Since the gate money provided by the states is usually so little, the financial condition of released prisoners depends more on their earnings in prison than on any gratuity they may receive. These earnings are derived chiefly from jobs connected with prison maintenance or service, or from work in prison industries (which usually pay more than institutional work). In prison industries, inmates help to manufacture such items as license plates, blankets, shoes, furniture--generally products that can be used by state agencies.

Other sources of income for inmates are blood donations, medical experiments, and craft work. Blood donations usually pay $5.00 a pint;

in Arkansas donors receive $10 a pint, half of which the prisoner keeps, the other half going to the Inmate Welfare Fund. Payments for medical experiments are higher and vary considerably according to the risk involved. In Texas, inmates receive $5.00 a day for medical research; in Illinois, inmates who volunteer as research subjects in a malaria hospital are paid $50 a month. In Maine, inmates do not get paid for institutional work; instead, they are taught (or practice) a craft and sell whatever they make--their only source of income.

The wages paid for institutional work or prison industries in each of the states are shown in Table 4. This table also shows the proportion of inmates who do earn money, as estimated by the respondent in each correction department. Six states (Colorado, Kansas, Kentucky, New York, South Carolina, and Wyoming) pay the minimum prison wage regardless of whether the inmate is able to work. Finally, the table notes whether other opportunities exist for earning money such as blood donations, medical experiments, and crafts. (This information on other sources may not be complete since it was volunteered by the respondent.)

A summary of the wage rates is shown in Table 5. The most frequent wage, with 21 states reporting, is between 50¢ and $1.00 a day; the second most frequent category, with 17 states reporting, is less than 50¢ a day. Only eight states reported they pay $1.00 or more a day. Given these extremely low wages, it is surprising that inmates are able to save any money, particularly considering the price of cigarettes, candy, toiletries, and other items which they may be permitted to buy.

When the issue of low wages is raised with corrections departments, a frequent remark is that inmate labor is not worth much more, which in some instances is probably true. However, it appears to be a

TABLE 4

INMATE WAGE RATES ACCORDING TO STATE--1971

State	Daily Wage Rates	Estimated Percentage of Inmates Who Earn Wages	Qualifications and Other Sources of Income
Alabama	None	None	-
Alaska	$1 to $1.75	95%	-
Arizona	$1.50	10%	Crafts and blood donations
Arkansas	75¢ to $4	10%	Blood donation $10; inmate keeps $5 and $5 to inmate fund
California	15¢ to $1.20	45%	80¢ (+30¢ overtime) for firefighting
Colorado	15¢ to 75¢	95%	Crafts
Connecticut	38¢ to 74¢	95%	-
Delaware	23¢ to $1.14	65%	-
District of Columbia	16¢ to 68¢ for institutional work; $3.18 to $3.63 for work in prison industries	95%	-
Florida	None	None	Crafts only
Georgia	None	None	Crafts only
Hawaii	49¢ to $1.75	95%	Crafts
Idaho	80¢ to $2	30%	Others get lump sum awards of $2.50 to $5
Illinois	32¢ to 55¢	33%	$50 a month as research subject in malaria hospital
Indiana	20¢	95%	-
Iowa	50¢ to $1	95%	-
Kansas	10¢ to 20¢	70%	-
Kentucky	15¢ to $1.20	95%	-
Louisiana	15¢ to 38¢	95%	Blood donation $5
Maine	None	None	Crafts only
Maryland	50¢ minimum	-	-
Massachusetts	25¢ to 50¢	100%	-
Michigan	20¢ to $2	90%	-
Minnesota	50¢ to $1	95%	-
Mississippi	None	None	Blood donation $4
Missouri	7¢ to $1	95%	-
Montana	10¢ to 50¢	90%	-
Nebraska	35¢ to 80¢	90%	-
Nevada	27¢ to 68¢	75%	-
New Hampshire	75¢	95%	-
New Jersey	35¢ to 50¢	95%	-
New Mexico	$1.89	30%	-
New York	25¢ to $1	95%	-
North Carolina	18¢ to $1	3%	-
North Dakota	50¢	95%	-
Ohio	40¢ (single men) 76¢ (married men)	75%	-
Oklahoma	9¢ to 68¢	95%	-
Oregon	25¢ to $3	54%	-
Pennsylvania	25¢ to $1.25	95%	-
Rhode Island	50¢ to $1	95%	$2 for double shift
South Carolina	10¢ to $1	95%	For a few highly skilled men, $2/day
South Dakota	60¢ to $1	95%	-
Tennessee	23¢ to 90¢	75%	-
Texas	None	None	Crafts; blood donation $5; research, $5/day
Utah	40¢ to $1	75%	-
Vermont	75¢	33%	-
Virginia	40¢ to 45¢	95%	-
Washington	75¢ to $1.88	10%	-
West Virginia	27¢ to 68¢	95%	Inmate instructors $1/day
Wisconsin	50¢	95%	-
Wyoming	25¢	95%	Crafts

TABLE 5

INMATE WAGES FROM INSTITUTIONAL EARNINGS[a]--1971

	Number	States
No institutional earnings	6	Alabama, Florida, Georgia, Maine, Mississippi, Texas
Less than 50¢ a day	17	Colorado, D. C. (institutional work), Illinois, Indiana, Kansas, Louisiana, Massachusetts, Michigan, Montana, Nevada, New Jersey, North Carolina, North Dakota, Oklahoma, Virginia, West Virginia, Wyoming
50¢ to $1.00	21	California, Connecticut, Delaware, Idaho, Iowa, Kentucky, Maryland (50¢ daily minimum), Minnesota, Missouri, Nebraska, New Hampshire, New York, North Dakota, Ohio, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Utah, Vermont
$1.00 or more a day	9	Alaska, Arizona, Arkansas, D. C. (prison industries), Hawaii, Illinois, New Mexico, Oregon, Washington, with $2.27 per day average for medical research work
Total	53[b]	

[a]Institutional earnings are defined as jobs within or connected with prison maintenance or prison industries. Crafts and hobby items, sold at a piece rate, or blood donations are not included.

[b]Two states (Illinois and D. C.) are included in two categories since they have two distinct wage ranges.

vicious circle: inmates are paid very little because they produce very little, and they produce very little because they are paid so little and no one takes the initiative to break the cycle. In any case, the consequence is that correction departments are able to have their prisons kept clean, food cooked and served, laundry done, and products manufactured

in prison industries--all at very low cost. This fact should be kept in mind when costs of incarceration are considered: the average cost (nationally) to hold a man in a state prison each day is $9.99,[1] which would be considerably higher if inmates were paid a reasonable wage.

Savings

Since the states pay so little in wages, it is not surprising that most inmates have little or no savings when they are released from prison. Some inmates, of course, are able to save money in prison, but it is usually the few men who go on work release or long termers who have had a relatively good job in prison over a long period of time.

Although we do not have savings information nationally, we do have data from one state--an Eastern state which pays inmates fifty cents to one dollar daily, depending on the work they do. Table 6 shows the savings of all men released from this state's prisons for the 12-month period from March 1972 to February 1973.

As Table 6 shows, a large majority--almost three-quarters of the men--have $100 or less. These are the amounts, then, with which most men must begin their life anew.

Work Release

Most men who have savings usually have accumulated their money from jobs on work release, not from institutional earnings or prison earnings. In fact, the wages paid for institutional work or prison industries are so low, friends and relatives will often supplement his

[1]This is the average of all states averages. See Table 8, page 18.

TABLE 6

SAVINGS OF ALL INMATES RELEASED, FROM MARCH 1, 1972
TO FEBRUARY 28, 1973
(In One Eastern State)

Savings	Percentage	(N)
$20 or less	17	(479)
$21 - $50	39	(1,115)
$51 - $100	18	(523)
Subtotal	74	(2,117)
$101 - $150	8	(212)
$151 - $200	3	(97)
$201 - $300	4	(126)
$301 - $400	3	(77)
Over $400	8	(221)
Total	100%	(2,850)

earnings to pay for cigarettes, candy, toiletries, stationery, postage and other items.

Men on work release, however, do better. They are paid the prevailing wage on the particular job they hold. In turn, however, most states require that an inmate pay for his room and board, clothing, and transportation to the job. And, if his wife or other dependents are on public assistance, he must reimburse the welfare department a specified amount, depending on his earnings.

One of the aims of work release is to help the inmate make the transition back to society--by getting back to a regular routine and

possibly saving money. Work release programs are also intended to provide employment continuity, from prison to release. Unfortunately, this goal is often defeated because, as mentioned earlier, most prisons are located in remote rural areas and an inmate from an urban area is not apt to move to the country to maintain his work release job. The current trend toward more community correctional facilities, located in areas to which the inmates will return, will help to overcome this drawback.

Work release started in Wisconsin in 1913 with the enactment of the Huber Law, but it wasn't until after World War II that other states followed suit. Now work release is popular with 40 states reporting such programs. Still, whatever the benefits of work release may be, the programs are available to only a small proportion of the men. Roughly one per cent or two per cent of the inmates are ever on work release and they are available for only a short time: usually from 90 to 180 days before release. Table 7 shows the number of men on work release at the time this survey was conducted. It also shows the total inmate population and the percentage on work release.

State Welfare Assistance for Released Prisoners

There are no specific assistance programs in existence in any of the fifty states or the District of Columbia that deal exclusively with released prisoners.[1] The major focus of welfare programs is the state's general citizenry. Therefore, the ex-prisoner is classified

[1] See Characteristics of General Assistance in the United States, Public Assistance Report No. 39, U. S. Department of Health, Education and Welfare (Washington, D. C.: Government Printing Office, 1970). Social and Rehabilitation Service, Assistance Payments Administration.

TABLE 7

INMATES ON WORK RELEASE ACCORDING TO STATES--1971

State	Number of Men on Work Release	Total Adult Male Population	Percent of Men on Work Release
Alabama	None	4,000	-
Alaska	47	400	11.8
Arizona	12	1,350	0.9
Arkansas	None	1,324	-
California	300	17,900	1.7
Colorado	36	1,943	1.9
Connecticut	14	1,500	0.9
Delaware	120	600	20.0
District of Columbia	326	1,700	19.2
Florida	650	9,000	7.2
Georgia	85	6,215	1.4
Hawaii	25	256	9.8
Idaho	12	391	3.1
Illinois	100	7,086	1.4
Indiana	150	4,500	3.3
Iowa	115	1,600	7.2
Kansas	(No estimate available)	660	-
Kentucky	None	3,010	-
Louisiana	125	4,100	3.0
Maine	None	350	-
Maryland	300	5,000	6.0
Massachusetts	15	2,300	0.7
Michigan	104	9,210	1.1
Minnesota	36	1,651	2.2
Mississippi	None	1,850	-
Missouri	(No estimate available)	3,449	-
Montana	10	272	3.7
Nebraska	40	1,000	4.0
Nevada	None	705	-
New Hampshire	10	217	4.6
New Jersey	125	5,500	2.3
New Mexico	7	742	0.9
New York	(No estimate available)	12,208	-
North Carolina	1,075	10,076	10.7
North Dakota	3	137	2.2
Ohio	None	9,145	-
Oklahoma	35	3,112	1.1
Oregon	133	1,831	7.3
Pennsylvania	None	5,328	-
Rhode Island	35	550	6.4
South Carolina	575	3,267	17.6
South Dakota	17	389	4.4
Tennessee	146	3,300	4.4
Texas	36	14,640	0.2
Utah	40	540	7.4
Vermont	None	142	19.0
Virginia	150	6,000	2.5
Washington	125	2,437	5.1
West Virginia	None	1,046	-
Wisconsin	450	2,600	17.3
Wyoming	None	257	-

among the general welfare group without regard to unique or extraordinary problems.

In general, the viable state programs offer temporary assistance and meet the minimal requirements of Federal-State assistance standards. Twenty-seven states grant temporary aid without regard to employability.[1] Sixteen states require total unemployability before granting minimal assistance.[2] Of the remaining eight states, four have purely discretionary standards,[3] and four grant temporary assistance to employable persons.[4]

In any case, when a released prisoner is eligible he usually receives only emergency aid--the minimum amount for a day or two--and it usually takes him, depending on the state's regulations, four to eight hours of filling out forms and waiting in line to receive such assistance. In short, welfare assistance is not an attractive source of help among released prisoners, and is used only in extreme emergencies.

Loans

Only a minority of states (18) have any loans available for released prisoners. And, of the states that do, loans are a rare occurrence; most states report lending money to only three or four men a year. Usually, the money comes out of inmate aid funds and it is given only

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[1]Alabama, Arkansas, California, Connecticut, Delaware, Hawaii, Idaho, Illinois, Indiana, Kansas, Maine, Massachusetts, Michigan, Minnesota, Montana, New Hampshire, New Jersey, New York, North Dakota, Ohio, Pennsylvania, Rhode Island, South Dakota, Utah, Vermont, Wisconsin, Wyoming.

[2]Alaska, District of Columbia, Georgia, Iowa, Louisiana, Maryland, Mississippi, Missouri, Nevada, New Mexico, North Carolina, Oklahoma, Oregon, South Carolina, Tennessee, Texas.

[3]Colorado, Florida, Kentucky, Nebraska.

[4]Arizona, Virginia, Washington, West Virginia.

under extreme conditions. Michigan and Wisconsin are the exceptions, having provided loans to 320 and 400 men a year, respectively.

Cost of Maintaining Prisoners

Our final table (Table 8) presents information on the average costs of maintaining a man in prison for one day. The average (not weighted by the state's prison population) of all state averages is $9.99 per man per day. These costs do not include capital costs or depreciation.

There is considerable variation throughout the country. The New England states report the highest amounts, averaging $14.82 per day, and the Southern states report the lowest, averaging less than $5.00 per day. In part, these differences reflect the differentials in wage rates for guards, since 90 per cent of prison costs go for custodial functions. But it also reflects whether a prison system provides its own food by farming and raising their own livestock--practices which are more frequent in the South than elsewhere.

There are two ways of looking at these costs. They are very low because the inmates provide most of the institutional services--cleaning, repairing, laundry, food raising, slaughtering and butchering--at extreme low wages (in most states, less than $1.00 a day).

On the other hand, in absolute terms these costs are very high. Couldn't the money be spent in a better way--in a way that would help an ex-prisoner avoid returning to prison? If a prison releases a man with $20 or $50 gate money to start life anew, is it any wonder that many men return soon after?

No one knows, of course, whether financial aid to released prisoners would help reduce recidivism. But the Manpower Administration,

TABLE 8

COST PER DAY OF MAINTAINING PRISONERS BY STATE AND CENSUS REGIONS

Regions		Average Cost	States	Cost
Northeast	New England	$14.82	Maine	$ 9.04
			Vermont	21.97
			New Hampshire	8.64
			Massachusetts	15.31
			Connecticut	15.07
			Rhode Island	18.87
	Middle Atlantic	10.49	New York	13.51
			Pennsylvania	7.00
			New Jersey	10.96
South	South Atlantic	8.60	Delaware	7.50
			District of Columbia	13.70
			Maryland	14.00
			Virginia	7.00
			West Virginia	9.32
			North Carolina	8.93
			South Carolina	5.17
			Georgia	5.68
			Florida	6.08
	East South Central	4.45	Kentucky	5.50
			Tennessee	5.48
			Alabama	4.93
			Mississippi	1.90
	West South Central	4.69	Oklahoma	4.33
			Arkansas	5.75
			Louisiana	5.50
			Texas	3.16
North Central	East North Central	11.97	Wisconsin	10.69
			Michigan	8.56
			Ohio	16.89
			Indiana	10.00
			Illinois	13.69
	West North Central	9.78	North Dakota	12.05
			South Dakota	8.90
			Minnesota	12.09
			Iowa	11.00
			Nebraska	8.25
			Kansas	9.75
			Missouri	6.44
West	Pacific	13.85	Alaska	17.50
			Washington	16.36
			Oregon	12.81
			California	2.60
			Hawaii	20.00
	Mountain	11.33	Nevada	10.96
			Utah	11.23
			Arizona	7.51
			New Mexico	7.32
			Montana	23.69
			Idaho	11.00
			Wyoming	7.67
			Colorado	11.23
Average of All State Averages		9.99		

COST TO MAINTAIN ONE MAN IN PRISON FOR ONE DAY--1971
(Average Excluding Capital Expenditures)

Cost Per Day	Number of States
Less than $4.00	3
$4.00 to $7.99	18
$8.00 to $11.99	15
$12.00 to $15.99	9
$16.00 to $19.99	3
$20.00 to $24.00	3
Total	51

through an experimental research project in Maryland,[1] is trying to find the answer. Similarly, in the State of Washington, the Law Enforcement Assistance Agency is supporting a program of financial aid to released prisoners. Hopefully, these efforts may show the states how they might better spend their money.

[1]This study (known as the LIFE Project) is being conducted by Kenneth J. Lenihan of the Bureau of Social Science Research under Contract No. 82-11-71-45 for the Manpower Administration of the Department of Labor.

APPENDIX A

PROVISIONS FOR "GATE MONEY" IN STATE STATUTES--1971

State and Citation	Provision
Alabama Ala. Code, Titl. 45, §55 (1958)	For Prisoners serving less than 5 years, an amount equal to $10. For prisoners serving more than 5 years, an amount equal to $10 to $2/year.
Alaska Alaska Stat. Ann. §33.30.030 (1962)	Delegates rule-making power to the prison commissioner.
Arizona Ariz. Rev. Stat. Ann. §31-228(B) (Supp. 1970)	Up to $50. Also provides for clothing (up to $35) and transportation.
Arkansas Ark. Stat. Ann. §46-141 (1964)	Equal to $10 "unless the record on such prisoner shows that he has property or funds sufficient to make such immediate provision for himself." (Repealed 1971.)
California Cal. Penal Code §5060 (1970) Cal. Penal Code §2713	"The Director of Corrections may assist persons discharged, paroled, or otherwise released from confinement in an institution of the department and may secure employment for them, and for such purposes he may employ necessary officers and employees, may purchase tools, and give any other assistance that, in his judgment, he deems proper for purpose of carrying out the objects and spirits of this section."
Colorado Colo. Rev. Stat. Ann. §105-4-19 (1963)	$25
Connecticut Conn. Gen. Stat. Ann. §54-131 (Supp. 1970)	Currently, no provision (previous provision repealed). The cited section provides that the Commissioner of Corrections shall use "all reasonable efforts" to help all paroled and discharged convicts to secure employment.
Delaware Del. Code Ann. §6539 (Supp. 1968)	Provides for payments within the budget and regulations. Clothing and transportation if family is indigent.
District of Columbia	Up to $50.

State and Citation	Provision
Florida Fla. Stat. Ann. §944.54 (1971 Supp.)	No money, provides for transportation.
Georgia Ga. Code Ann. §77-317 (Supp. 1970)	Equal to $25, clothing and transportation for felons.
Hawaii Haw. Rev. Laws §353-15 (Supp. 1970)	Up to $100 plus clothing.
Idaho	No provision
Illinois Ill. Ann. Stat., ch. 108, §107 (a) (Smith-Hurd Supp. 1971)	Up to $50 "determined by the Department [of Public Safety] upon the basis of need." Also provides transportation.
Indiana Ind. Ann. Stat. §13-1525 (1956)	Between $15 and $25
Iowa Iowa Code Ann. §264.44 (Supp. 1971)	Up to $100 "based on individual need as determined by the warden." The warden may keep one-half of the reward and remit it to the prisoner within 21 days after discharge. (The amount was raised from $50 in 1970.)
Kansas	5¢/day of prison earnings is retained and paid to the prisoner on release. Prisoner can make from 10¢ to 40¢ a day.
Kentucky	Equal to $5; also provides for transportation and clothing.
Louisiana La. Rev. Stat., Tit. 15 §866 (1967)	Equal to $20 if prisoner has served 2 years; otherwise, $10.
Maine	No provision.
Maryland	No provision.
Massachusetts Mass. Ann. Laws., ch. 127, §162 (1965)	Up to $50, plus clothing

State and Citation	Provision
Michigan Mich. Comp. Laws Ann. §800.62 (1968) §791-237	Between $10 and $25. Parolees may receive a loan of up to $40, payable within 90 days. Failure to pay off the loan results in revocation of parole.
Minnesota Minn. Stat. Ann. §243.24 (Supp. 1971)	One-half of prison earnings are retained and paid on release. The prisoner is given up to $100.
Mississippi Miss. Code Ann. §7949 (Supp. 1970)	1 year = $15 1-10 years = $25 10-20 years = $75 More than 20 years = $100
Missouri Mo. Ann. Stat., §216.350 (Vernons 1962) Op. Atty. Gen. No. 25, Duvall, 1-3-61.	Equal to $25
Montana Mont. Rev. Code Ann. §80-1906 (1965)	Up to $25. If paroled to the custody of another state, $5.
Nebraska Neb. Rev. Stat., §83-426 (1966)	Equal to $30 upon certification of financial need. A Bible is furnished each literate discharged prisoner.
Nevada Nev. Rev. Stat., §209.500 (1967)	Equal to $25.
New Hampshire N. H. Rev. Stat. Ann. §622:16 (Supp. 1970)	Up to $30.
New Jersey N. J. Stat. Ann. §30:4-114 (Supp. 1970)	State Board of Control sets amount "subject to appropriations."
New Mexico N. M. Stat. Ann §41-17-8 (Supp. 1969)	Up to $100.
New York N. Y. Correc. Law §125 (McKinney Supp. 1970) §§187, 189	Between $20 and $40. A portion of prison earnings are also turned over on release.

State and Citation	Provision
North Carolina N. C. Gen. Stat., §148-18 (Supp. 1969)	Payment of portion of earnings, up to $1 a day.
Ohio	No provision.
North Dakota N. D. Cent. Code §12-47-31 (1960)	Up to $5.
Oklahoma Okla. Stat. Ann., tit. 57, §513 (1969)	Warden may supplement prison earnings up to $25.
Oregon Ore. Rev. Stat. §421.125 (1969)	Warden "shall" supplement prison earnings up to $100.
Pennsylvania Pa. Stat., tit. 61, §376 (Purdons Supp. 1970) (Repealed)	The old provision was repealed in 1965, and a work release program was substituted.
Rhode Island R. I. Gen. Laws Ann. §13-2-45 (1969)	If the prisoner served a sentence of one year or more, he is awarded not less than $20.
South Carolina S. C. Code Ann. §55-338 (1962)	Provides clothes and transportation only.
South Dakota S. D. Comp. Laws §24-5-3 (1967)	Sum to be determined by Board of Charities and Corrections.
Tennessee Tenn. Code Ann. §41-342 (1956)	$30 for parolee; 75 for dischargee.
Texas Tex. Civ. Stat. Ann., Tit. 108, Art. 6166m (Vernon's 1970)	Equal to $50 after serving one year, taking into consideration his earnings.
Utah	No provision.
Vermont Vt. Stat. Ann., tit. 28, §258 (1970)	Travel costs.
Virginia Va. Code Ann §53-219 (Supp. 1970)	Up to $25.
Washington Wash. Rev. Code §72.08.343 (Supp. 1959)	Equal to $40 unless prisoner has ample funds of his own. (Repealed 1971.)
West Virginia	No provision.

State and Citation	Provision
Wisconsin Wisc. Stat. Ann. §53.13 (1957)	Equal to $10.
Wyoming Wyo. Stat. Ann. §7-378 (1957)	Up to $70.